

Message Text

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ORIGIN SS-15

INFO OCT-01 EUR-12 ISO-00 DODE-00 ACDA-07 PM-04 SP-02

NSC-05 SSO-00 NSCE-00 USIE-00 INRE-00 ERDA-05 CIAE-00

H-02 INR-07 IO-13 L-03 NSAE-00 OIC-02 OMB-01 PA-01

PRS-01 SAJ-01 SAM-01 TRSE-00 /083 R

DRAFTED BY C:JMMONTGOMERY

APPROVED BY C:HSNENFELDT

OSD:LMICHAELS

JCS:COL. FORRELL

ACDA:MHUMPHRIES

EUR/RPM:JHAWES

PM:VBAKER

S/P:PKAPLAN

NSC:WHYLAND

S/ O:DLMACK

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TO AMEMBASSY LONDON IMMEDIATE

AMEMBASSY BONN IMMEDIATE

INFO AMEMBASSY VIENNA IMMEDIATE IMMEDIATE

AMEMBASSY PARIS IMMEDIATE

USMISSION NATO IMMEDIATE

S E C R E T STATE 259267

E.O. 11652: GDS

TAGS: PARM; NATO; MBFR

SUBJECT: MBFR: DATA DISCUSSION WITH THE EAST--THE FRENCH
PROBLEM

1. BEGIN SUMMARY AND INTRODUCTION. WASHINGTON AGENCIES
HAVE REVIEWED THE RESULTS OF THE LONDON TRILATERAL AND
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SUBSEQUENT DEVELOPMENTS (INCLUDING FRG REVISIONS IN STATE

256430 AND BELGIAN INITIATIVE) AND HAVE DECIDED THAT AN ORAL APPROACH SHOULD BE MADE TO THE FRENCH TO GAIN THEIR ACQUIESCENCE TO TABLING OF WESTERN DATA. WE BELIEVE THE FRENCH ARE MOST LIKELY TO ACQUIESCE IF THE NAC GUIDANCE IS MINIMAL AND CONFINED TO THE DATA ISSUE. WE FIRMLY BELIEVE THAT NO ACTION SHOULD BE TAKEN THAT WOULD UNDERMINE OUR COMMITMENT TO THE COMMON CEILING, BUT PROVIDING THE FRENCH WITH A WRITTEN TEXT SUCH AS THE AIDE MEMOIRE PROPOSED BY THE FRG IS LIKELY TO FORCE AN ADVERSE REACTION. (THIS, OF COURSE, DOES NOT PRECLUDE LEAVING A NON-PAPER OF TALKING POINTS WITH THE FRENCH.) ACCORDINGLY, LONDON AND BONN SHOULD MAKE APPROACHES DRAWING ON POINTS BELOW (BONN AT AMBASSADOR-MINISTER LEVEL) EXPLAINING OUR DECISION AND SEEKING TO GAIN CONCURRENCE SOONEST. END SUMMARY AND INTRODUCTION.

2. THE USG WISHES TO ENGAGE THE EAST THIS ROUND AT VIENNA IN A COUNTING RULES DISCUSSION TO SEEK TO RECONCILE THE DISCREPANCY BETWEEN EASTERN AND WESTERN FIGURES ON MILITARY MANPOWER IN THE NGA. GIVEN CLEAR SOVIET INSISTENCE ON REVISED WESTERN DATA AS A PRECONDITION FOR SUCH A DISCUSSION, WE WOULD LIKE TO TRY TO FIND A WAY TO TABLE SUCH DATA. THE FRENCH PROBLEM SHOULD BE VIEWED IN THIS TACTICAL CONTEXT. A SOLUTION TO THE FRENCH PROBLEM MUST BE TAILORED TO TAKE INTO ACCOUNT BOTH FRENCH OBJECTIONS AND OBVIOUS FRG ANXIETIES THAT THE SOLUTION; NOT COMPROMISE THE COLLECTIVE COMMON CEILING, A MAJOR OBJECTIVE IN MBFR. WE SEE IN THIS SITUATION NEITHER REQUIREMENT NOR OPPORTUNITY TO CONFRONT LARGER ASPECTS OF FUTURE MBFR POLICY. RATHER, WE WISH TO RESOLVE THIS PROBLEM IN AN EXPEDITIOUS MANNER AND THUS IN THE NARROWEST POSSIBLE FRAMEWORK.

3. THE FRENCH CONTINUE TO OPPOSE MBFR ON PRINCIPLE, BUT THEIR IMMEDIATE CONCERN HAS BEEN EXCLUSION OF FRENCH FORCES FROM DATA. AS STATED ABOVE, THE CENTRAL FRG INTEREST IS IN PRESERVING THE ALLIED COLLECTIVE COMMON CEILING OBJECTIVE. IT IS UNLIKELY THAT EITHER BONN OR PARIS WOULD FOREGO THESE RESPECTIVE AIMS. IT IS POSSIBLE THAT BONN WILL NOT AGREE TO ANY APPROACH THAT DOES NOT REAFFIRM THEIR BELIEF THAT FRENCH FORCES WILL ULTIMATELY HAVE TO BE IN WESTERN DATA

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AND IT IS POSSIBLE THAT PARIS WILL INSIST ON SPECIFIC ASSURANCES THAT FRENCH FORCES BE EXCLUDED FROM THE OPERATION OF THE COMMON CEILING. BUT WE BELIEVE GERMAN AND FRENCH FLEXIBILITY ON THESE TWO ISSUES WILL BE ESSENTIAL TO RESOLVE THIS PROBLEM AND OPEN THE DOOR TO A COUNTING RULES DISCUSSION.

4. WE ARE FULLY AWARE OF GERMAN CONCERNS ABOUT THE COMMON

CEILING AND WE CONTINUE TO BELIEVE THAT THE COMMON CEILING IS A PRIME OBJECTIVE OF THE NEGOTIATIONS AND THEY SHOULD BE LEFT IN NO DOUBT ABOUT THAT. WE BELIEVE, HOWEVER, THAT IT SHOULD BE POSSIBLE TO HANDLE THE FRENCH PROBLEM WITHOUT A CONFRONTATION. OUR POSITION WITH THE FRG SHOULD BE THAT THE DATA ISSUE CAN BE DEALT WITH AT THIS TIME WHILE STILL PRESERVING OUR POSITION ON THE COMMON CEILING.

5. WE WILL DISCUSS THE MODALITIES OF AN APPROACH TO THE FRENCH AFTER WE HAVE REACHED AGREEMENT WITH THE GERMANS ON THE CONTENT OF THE APPROACH.

6. TO THESE ENDS, WE WOULD PROPOSE TABLING THE FOLLOWING DRAFT NAC GUIDANCE: BEGIN TEXT. (A) THE AHG IS AUTHORIZED TO USE IN THE NEGOTIATIONS THE FOLLOWING ADDITIONAL INFORMATION AS APPROPRIATE. THE TOTAL NUMBER OF ACTIVE DUTY GROUND AND AIR FORCE PERSONNEL OF THE WESTERN DIRECT PARTICIPANTS IN THE AREA OF REDUCTIONS WAS 921,000 MEN AS OF JANUARY 1, 1976; OF THAT, 731,000 WERE GROUND FORCE MANPOWER. (B) FYI AHG ONLY: THESE 1 JANUARY 1976 DATA ARE VALID ONLY FOR THAT DATE, ARE SUBJECT TO CHANGE, AND WOULD NOT NECESSARILY FORM THE PRECISE BASIS OF REDUCTIONS TO MBFR MANPOWER CEILINGS. END TEXT.

7. FOR BONN: THE AMBASSADOR IS REQUESTED TO MEET WITH FOREIGN MINISTER GENSCHER AND MAKE THE FOLLOWING POINTS:

-- WE FULLY SHARE YOUR GOVERNMENT'S CONCERN THAT WE FIND A WAY TO HANDLE THE FRENCH OBJECTIONS ABOUT DATA WITHOUT COMPROMISING OUR POSITION ON THE COMMON CEILING.

-- AS YOU KNOW THERE IS A GROWING FEELING IN THE ALLIANCE THAT WE CANNOT AFFORD TO STALL INDEFINITELY IN VIENNA,
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MAKING NO RESPONSE TO THE EASTERN TABLING OF DATA.

-- WE FULLY AGREE WITH THE FRG THAT THE COMMON COLLECTIVE CEILING REMAINS THE ALLIANCE'S CENTRAL OBJECTIVE IN THESE NEGOTIATIONS. WE BELIEVE THOUGH THAT WE SHOULD BE ABLE TO FIND A TACTICAL WAY TO MOVE ON THE DATA WITHOUT IN ANY WAY PREJUDICING OUR POSITION ON THE COMMON CEILING.

-- GIVEN THESE AIMS WE BELIEVE IT WILL BE NECESSARY TO CONSIDER EXCLUDING FRENCH FORCES FROM ALLIED DATA. IN OUR VIEW THIS IS REQUIRED IN ORDER TO PROTECT OUR OVER-RIDING VALUES OF COLLECTIVITY AND PARITY.

-- WE WOULD PROPOSE THEREFORE AN EARLY APPROACH TO THE FRENCH, SUGGESTING DRAFT NAC GUIDANCE WHICH EXCLUDES FRENCH

FORCES FROM WESTERN DATA, ACCOMPANIED BY AN ORAL APPROACH MAKING CLEAR THAT, OF COURSE, WESTERN DIRECT PARTICIPANTS ILL CONTINUE, AS BEFORE, READY TO ADJUST THE COLLECTIVE LEVEL OF THEIR OWN FORCES IN SUCH A WAY THAT THE TOTAL NUMBER OF ACTIVE DUTY WESTERN GROUND FORCE PERSONNEL IN THE AREA WILL NOT EXCEED THE LEVEL AGREED ON.

-- WHEN WE AGREE ON THE SUBSTANCE OF AN APPROACH WE WOULD BE INTERESTED IN GERMAN VIEWS ON HOW SUCH AN APPROACH SHOULD BE MADE.

-- WE THINK THE CENTRAL POINTS TO BE MADE TO THE FRENCH AT THE SAME TIME THE DRAFT NAC IS GIVEN TO THEM ARE:

(A) WE ARE INTERESTED IN ACCOMMODATING FRENCH CONCERNS AND ARE READY TO EXCLUDE FRENCH FORCES FROM THE DATA ON WESTERN FORCES IN THE NGA.

(B) WE VIEW THIS AS A TACTICAL MATTER DESIGNED TO GET A DATA DISCUSSION STARTED.

(C) THE WESTERN DIRECT PARTICIPANTS WILL NOT TAKE THE INITIATIVE TO RAISE SUCH QUESTIONS AS THE OPERATION OF THE COMMON CEILING WITH THE EAST. IN RESPONSE TO POSSIBLE EASTERN QUESTIONS, WESTERN NEGOTIATORS WILL RECALL PREVIOUS STATEMENTS AND STATE THAT THE WESTERN DIRECT PARTICIPANTS
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(D) SINCE THE DRAFT NAC GUIDANCE NEITHER REFERS TO FRENCH FORCES NOR PREJUDICES FRENCH INTERESTS, WE ASSUME THIS MEETS FRENCH OBJECTIONS AND THAT THE FRENCH REPRESENTATIVES IN THE SPC/NAC WILL NOT OBJECT WHEN IT IS ACTED ON. WE WILL APPRECIATE FRENCH CONFIRMATION ON THIS POINT.

WE BELIEVE A NON-PAPER CONTAINING THE EXACT TEXT OF TALKING POINTS (A) - (D) IMMEDIATELY ABOVE SHOULD BE LEFT WITH GENSCHER. EMBASSY SHOULD FOLLOW UP BY GOING OVER THE SAME GROUND IN THIS PARAGRAPH WITH ROTH.

8. FOR LONDON: DRAWING ON ABOVE, YOU SHOULD INFORM THE UK OF OUR VIEWS AND TELL THEM WE ARE APPROACHING BONN WITH AN EYE TO EFFECTUATING THE ABOVE SCENARIO. YOU SHOULD SHOW THE BRITISH THE DRAFT GUIDANCE AND POINTS TO BE MADE TO THE GERMANS AND FRENCH.

9. FOR USNATO: REF NATO 5564 GUIDANCE WILL BE SENT
SEPTEL. HANDLING THE BELGIAN APPROACH WILL ALSO BE
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10. FOR LONDON AND BONN: SHOULD THE ISSUE OF INCLUSION
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11. FOR ALL INFO ADDRESSEES: YOU SHOULD TAKE NO ACTION AT
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S E C R E T STATE 259267

FOLLOWING REPEAT STATE 259267 ACTION LONDON BONN
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FORCES IN SUCH A WAY THAT THE TOTAL NUMBER OF ACTIVE DUTY
WESTERN MILITARY PERSONNEL IN THE NGA WILL NOT EXCEED THE
LEVEL AGREED ON.

(D) SINCE THE DRAFT NAC GUIDANCE NEITHER REFERS TO FRENCH
FORCES NOR PREJUDICES FRENCH INTERESTS, WE ASSUME THIS
MEETS FRENCH OBJECTIONS AND THAT THE FRENCH REPRESENTATIVES
IN THE SPC/NAC WILL NOT OBJECT WHEN IT IS ACTED ON. WE
WILL APPRECIATE FRENCH CONFIRMATION ON THIS POINT.

SECRET

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WE BELIEVE A NON-PAPER CONTAINING THE EXACT TEXT OF TALKING POINTS (A) - (D) IMMEDIATELY ABOVE SHOULD BE LEFT WITH GENSCHER. EMBASSY SHOULD FOLLOW UP BY GOING OVER THE SAME GROUND IN THIS PARAGRAPH WITH ROTH.

8. FOR LONDON: DRAWING ON ABOVE, YOU SHOULD INFORM THE UK OF OUR VIEWS AND TELL THEM WE ARE APPROACHING BONN WITH AN EYE TO EFFECTUATING THE ABOVE SCENARIO. YOU SHOULD SHOW THE BRITISH THE DRAFT GUIDANCE AND POINTS TO BE MADE TO THE GERMANS AND FRENCH.

9. FOR USNATO: REF NATO 5564 GUIDANCE WILL BE SENT SEPTTEL. HANDLING THE BELGIAN APPROACH WILL ALSO BE ADDRESSED.

10. FOR LONDON AND BONN: SHOULD THE ISSUE OF INCLUSION OF RED DATA IN NEW GUIDANCE ARISE, ACTION ADDRESSEES SHOULD DRAW ON STATE 235251, PARA 5.

11. FOR ALL INFO ADDRESSEES: YOU SHOULD TAKE NO ACTION AT THIS TIME. FURTHER GUIDANCE WILL FOLLOWW. ROBINSON UNQUOTE ROBINSON

SECRET

NNN

Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: DATA, MUTUAL FORCE REDUCTIONS, DIPLOMATIC DISCUSSIONS
Control Number: n/a
Copy: SINGLE
Draft Date: 20 OCT 1976
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: KelleyW0
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
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Document Source: CORE
Document Unique ID: 00
Drafter: JMMONTGOMERY
Enclosure: n/a
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Film Number: D760392-1116
From: STATE
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1976/newtext/t19761032/aaaabbmw.tel
Line Count: 681
Locator: TEXT ON-LINE, ON MICROFILM
Office: ORIGIN SS
Original Classification: SECRET
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Original Previous Classification: n/a
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Review Authority: KelleyW0
Review Comment: n/a
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Status: NATIVE
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TAGS: PARM, FR, US, UK, NATO, MBFR
To: LONDON BONN
Type: TE
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